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NEWS AND TRENDS . . .

IN CITY DEVELOPMENT

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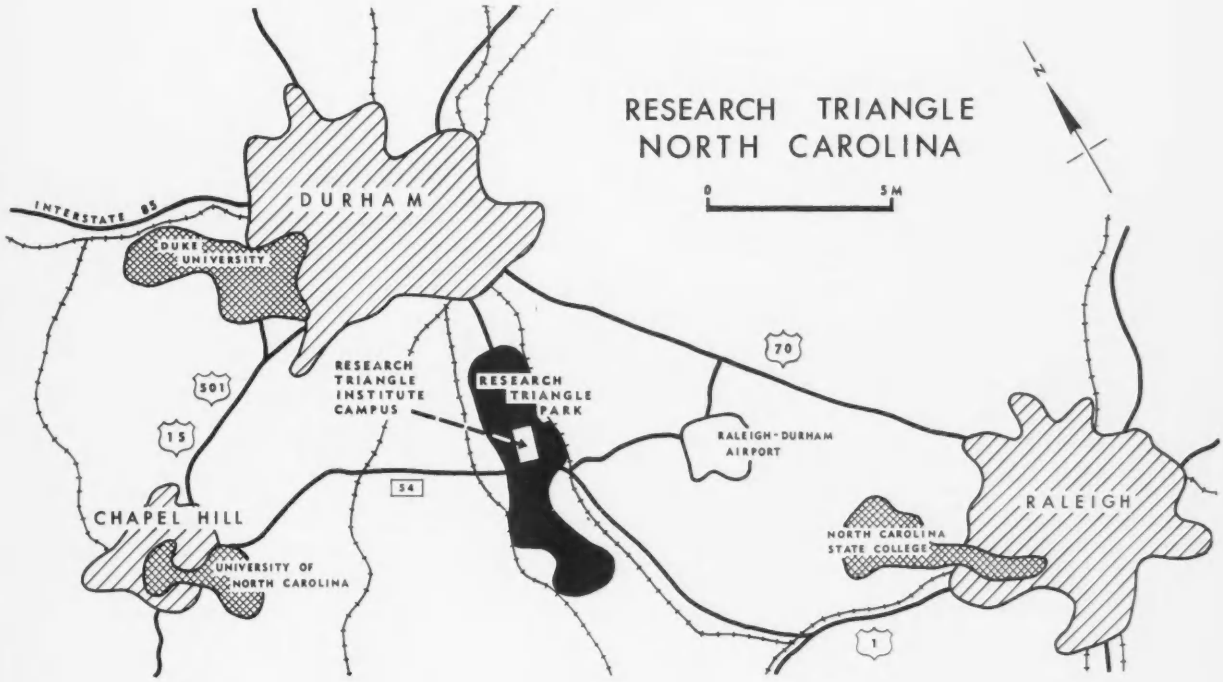
THE RESEARCH TRIANGLE, NORTH CAROLINA

by

Hon. Luther H. Hodges

Governor



Editor's Note

At the luncheon meeting of the Community Builders' Council of Urban Land Institute, held at the Sir Walter Hotel in Raleigh, N. C., Friday, May 27, 1960, Governor Hodges presented the story of North Carolina's Research Triangle area; its Research Foundation, Research Institute, and Research Park. This is a success story about cooperation among communities and private industry to further the welfare of North Carolina. It is also a story about local resource development and sound urban planning.

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Plan-itorial . . .

Performance Standard Zoning—Practical Considerations

During the Spring Plan Analysis Session in Indianapolis, May 11, 1960, a panel from ULI's Industrial Council conducted a round table discussion of practical considerations involved in adopting performance standards for inclusion in the Indianapolis Zoning Ordinance. Taking the point of view of an industrialist considering the pros and cons of locating a plant in an area where performance standard zoning is in effect, the panel posed some cogent questions and raised a number of points which are both timely and thought provoking. In light of the mounting interest in this topic and the growing number of communities considering the adoption of performance standard zoning, we believe the following resume of the panel's remarks makes worthwhile reading.

Some Searching Questions

Industrial representatives, like nearly everyone else, agree in principle with the idea of replacing outmoded industrial use listings and their concomitant nebulous terms, such as "objectionable," "offensive," etc., with zoning regulations based on measurable external effects on the community rather than on type of product manufactured. However, the establishment, interpretation, and administration of performance standard zoning regulations raise some serious practical problems, especially as they relate to the effects on production operations. For example: Are the performance standards developed by someone thoroughly familiar with industrial processes; and, equally important to the industrialist, will the person responsible for interpreting and administering the performance standards be well versed in manufacturing methods? Who provides the scientific equipment and trained staff necessary for measurement and enforcement of such regulations; and how are odors, vibration, objectionable noise levels, etc., measured? (There is laboratory equipment for this, but very little that can be used in the field by any but highly trained men—not usually the type found in most zoning or building inspectors' offices—and even trained personnel have found it is sometimes difficult to determine who is making what noise.) Will there be separate standards for heavy, medium and light industrial zones? Do the same standards that apply to industry also apply to residential and commercial establishments? Could not such standards be interpreted and administered in an arbitrary manner for the purpose of getting rid of a specific establishment? In view of the difficulty of determining beforehand the degree of vibration, noise, etc., that a plant may create in the future, would it not be possible for a firm to spend thousands—even millions—of dollars to build a plant and later find itself in a position where it is not allowed to operate its plant efficiently?

Interpretation and Application

To date, practical experience in performance standard zoning is limited and certainly insufficient to allay the reservations many industries might have with respect to its effect on their operations. Hence, many industrialists might be reluctant to locate a new plant in an area in which there is a possibility of confusion or misinterpretation of zoning regulations applying to industrial operations.

On the other hand, over the past decade or more, industry has made great strides in improving its production methods and cleaning up its operations. In fact, industry today shows little resemblance to the old mill-type operations so frequently associated with manufacturing plants. Consequently, modern industry ordinarily would not object to *reasonable* performance standards, assuming such standards are intelligently conceived, accurately measured and interpreted, and fairly administered.

However, the effectiveness and fairness of performance standard zoning could rest heavily upon a technician or administrator who is completely unfamiliar with industrial processes and conceivably might apply the standards so rigidly as to do an injustice to firms trying to operate under them. At any

(*Continued on Page 8*)

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J. C. NICHOLS AWARD—1960-61

The University of Pennsylvania and the Urban Land Institute announce the award of the J. C Nichols Foundation grant-in-aid of $2,400 for graduate research to Jacob B. Ukeles of Brooklyn, N. Y. This award is given annually by the J. C. Nichols Foundation in memory of Jesse Clyde Nichols, developer of Kansas City's Country Club District and first chairman of the Institute's Community Builders' Council. The grant will be administered by a Faculty Committee drawn from the Wharton School and the Fine Arts School and consisting of David T. Rowlands, Chairman, Robert B. Mitchell and Chester Rapkin.

Mr. Ukeles will study effects of zoning regulation on the character and rate of change in land uses in already developed urban areas. A graduate of Brooklyn College, he is currently a student in the Department of Land and City Planning of the School of Fine Arts.

THE RESEARCH TRIANGLE, NORTH CAROLINA

by

Hon. Luther H. Hodges

Governor

I consider it a privilege to talk to you about planning and the Research Triangle of North Carolina. We feel that we have an exciting and unique story to tell. I hope that it will interest those of you who make a business of planning, building and improving our urban environment. Certainly, no group is more acutely aware of the need for farsighted thinking and forthright action, both locally and nationally, with regard to our increasingly urban existence.

The Research Triangle effort in North Carolina is a prime example of forethought and willingness to act. Essentially, the Research Triangle is a conscious effort on the part of the people of North Carolina to develop the resources of science and the resource of research as leading elements in the State's industrialization program. As such, it is requiring us to think ahead and to act now. Too often planners are prone to "plan ahead" but fail to get action—too often others "act now" without having planned ahead!

The development of the resources of science cannot be done by sitting still. The very nature of science means that it must be constantly moving ahead. To promote and to increase the resource of science, North Carolina business and industry have sponsored the Research Triangle of North Carolina in an effort dedicated to the proposition that a center of science is one prime requirement for the further growth and economic health of industry in North Carolina. It is a prime example of industry-government cooperation.

The Triangle Foundation

The support of the Research Triangle by industry—contributions by industry and business of over $1.5 million to the Triangle Foundation—is an excellent example of industry's wanting to grow and develop through its own efforts by the most appropriate and beneficial use of local facilities. North Carolina industry looks on the Research Triangle as one additional way it can grow, improve, compete, change as seems appropriate through the development of a major center of research to provide the resource of science for industry.

We believe that the development of an industrial research center will be speeded by the catalytic action which has taken form through the establishment by North Carolinians of the Research Triangle Foundation. It is a superb example of local action to use local opportunities and resources, of willingness to use one's own resources—time, effort, money—in working toward a desired and mutually beneficial goal.

With a view toward securing cooperation among various groups and individuals, three universities (University of North Carolina, State College, and Duke University), three cities (Raleigh, Durham, and Chapel Hill), three counties (Wake, Durham, and Orange) and a wide assortment of public and private groups undertook an active program of development by forming the Research Triangle Committee in 1955. In 1959 the Committee was expanded from 12 to 25 members and its name changed to the Research Triangle Foundation of North Carolina. The Foundation is a nonprofit organization whose purpose is to encourage the development and use of the research resources of the Triangle area.

Research Triangle Institute

This group of citizens, composed of business, industrial and educational leaders, raised $1.5 million in private funds to support the Research Triangle Park and the Research Triangel Institute—corporations organized for the purpose of establishing and operating facilities for research in the physical, biological medical, mathematical, agricultural, economic, and engineering sciences, and the contracting for the conduct of investigation and research in such sciences.

Established in January of last year, the Research Institute to date has contracts for research work in statistics, operational science, and the industrial use of radioisotopes. In addition, the Institute has received a $2,500,000 grant from the Dreyfus Foundation. This grant will enable the Institute to build and develop a world center of polymer research.

The Foundation has a wholly owned subsidiary, the Research Triangle Park, a 4,600-acre campus in the center of the Triangle area for the location of industrial and governmental research facilities. The Park already has research laboratories either under construction or committed. You can see the 180,000 square-foot laboratory of the Chemstrand Corporation under construction. You can also see the stakes for the site of the forthcoming biology laboratory of the U. S. Forest Service. Two laboratories for the Institute are committed; one of these, the Robert M. Hanes Memorial Building, is now under construction.

Research Triangle Park

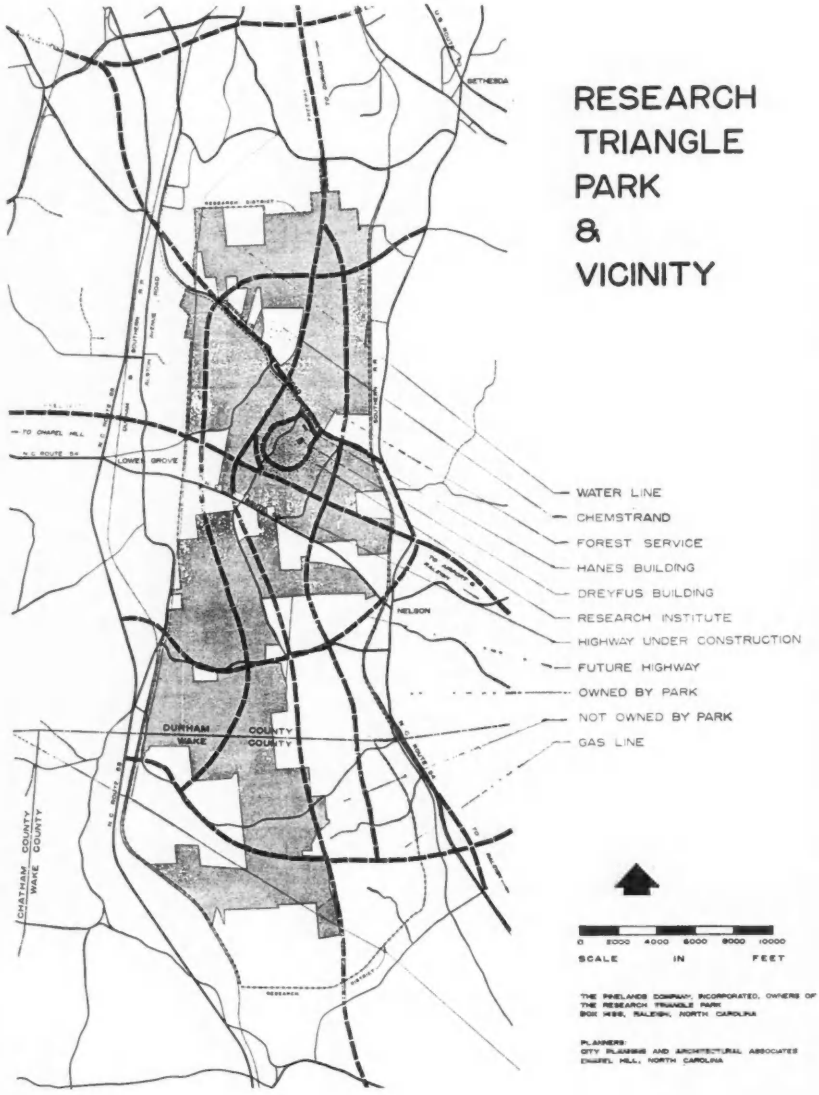
The Park is being developed in accordance with accepted principles of controlled and planned development. The site has been planned, prior to development. Utilities are being installed and roads constructed. Provisions are in force for continuing management. Restrictions and zoning providing for performance standards to insure good neighbor type of occupancy are in effect.

The 4,600 acres of the Park are in a location as close to the midpoint of the triangle formed by the three principal universities as possible. This was the key element in site selection, reflecting in this physical term one of the basic Triangle ideas, the relationships between the academic research community and the industrial research community. When the site had been assembled, the Triangle had a Park no more than fifteen miles from any one of the three campuses. This means that Triangle researchers will have convenient access to such facilities as the nuclear reactor on the North Carolina State College campus and the new univac electronic computer at the University in Chapel Hill.

The Park and Its Planning

From the beginning, it was evident that the 4,600-acre Park could not be planned as an isolated unit. It had to be planned with consideration for the needs and problems of the surrounding area and of the entire three-city area of the Triangle.

The road system of the Park is an excellent example of the necessary planning coordination. Developing a road system for a relatively small portion of the Triangle which could well be the location for a substantial amount of employment, obviously cannot begin and end at the boundaries of the small portion. The roads within the Park



must be planned to make appropriate connections with and to provide necessary service to the entire area.

And yet, what should this "necessary service" be? Where will the people live who will work in the Park? This is a question which we will not be able to answer until the land development plans for each one of our three counties and their component cities are well formulated—and tested in the light of reality. In the meantime, the Park road plan has to be developed with a reasonable degree of assurance that it will satisfy whatever pattern of urban development might take place.

Consequently, the Park planners prepared several alternate plans of urban development for the Triangle region in cooperation with city, county, and state highway department planners. Each of these plans was based on differing assumptions concerning urban land development policies, extension of utilities, zoning measures, and the like; and on differing assumptions about characteristics of future living areas.

After these plans had been prepared and after the necessary studies of highway capacities, traffic generation qualities of each of the several types of land use, the relation of both present and projected traffic volumes to the capacities of highways, both existing and proposed (studies that you are more familiar with than I), a general highway plan for the entire Triangle area was prepared—a plan that would fit or could easily adjusted to whatever actual form of urban development will occur.

Detailed Planning

With a general highway plan for the entire Triangle area, then the detailed road plan for the 4,600-acre Park in the center of the Triangle could be prepared. Construction currently underway is based on this plan. We are not attempting to build the entire system now; the need has not yet developed. The portions that we are building, however, are integral parts of the entire system.

As an indication of our forethought we are building portions of the road through locations of future interchanges, interchanges not yet required. Where appropriate and where future construction would interfere with traffic movement, we are building the present through-lane in the location of a future ramp that will always be out of the way of future construction. I admit this is a minor point not possible in every case, but an example of how we try to think ahead.

As with roads, our thinking about water supply is ahead of our present requirements. Durham has a good water supply, enough to guarantee to the Park five million gallons per day and still provide for its own growth. Incidentally, I point out that the Park is installing an eighteen-inch line to carry the five million gallons at it own expense. Raleigh also has a good water supply—for the present. Aware that the future is practically here, Raleigh, Durham, and the Park have joined with other portions of Eastern North Carolina in working for the complete development of the water resources of the Neuse River, a relatively untapped major resource for water supply and flood control purposes as well as for the several other ancillary benefits that come from unified development.

The Research Triangle Park has not yet grown to the point of justifying a large scale sewage treatment plant. Consequently, it is working with Durham and Wake Counties in preparing plans for the provision of such a plant. In the meantime, and since the Park is as anxious as other parts of the State to prevent stream pollution, the Park is providing small package treatment plants of the rated aeration type for laboratories within the Park.

I have used the word "Park" rather freely. I have done so purposely. I could also use the word "campus," but the Research Triangle Park will be more of a real park than many actual college campuses.

Standards of Development

The Park has done two things to give meaning to the word "campus." It has actually laid out a system of open areas throughout the 4,600 acres to remain open and free of any structure. For the most part, these are valleys and water courses, the areas that should not be built upon in any event. They are the areas that may be developed into small lakes for scenic purposes and for stream flow regulatory purposes. At this point we do not know exactly how, if, or when such lakes will be required. But we are making provision for them.

Second, and just as important, the Park has established a high standard for coverage of a lot by buildings. The building coverage of a lot may not be more than five per cent of the lot and the total amount of floor space may not exceed ten per cent of the lot area. These are much higher standards than for a conventional industrial district. The Park directors, however, have consciously realized that any floor area ratio in a planned district has a limit. I note that Chemstrand and the Forest Service have made their plans in full knowledge, of course, of these area restrictions.

Further, the directors have realized that in order to have a campus-park, the required open space in landscaped areas, setbacks, and the amenity of spaciousness be provided and insured.

As you would expect, the Park has established strict and high standards of performance for laboratories to insure that each laboratory will be a good neighbor. The provisions are based on performance standards that can be measured. For the most part, the standards for the amount of noise, odor, glare, and so forth, that can be observed are based on measuring points "at the property line." The Park, for instance, doesn't care how much noise a laboratory makes so long as that noise doesn't bother its neighbor's ears.

The Park has a Board of Design Review, but it has not attempted to establish arbitrary rules or styles for building design. The Park does expect that laboratories will be contemporary but not freakish.

Effects of the Research Park

The Foundation officials, Park officials, and local government leaders in the Triangle area realize that the urban effects of the Park will be far-reaching. Partly to guide urban development immediately outside the Park and partly to help themselves solve all the other urban problems that the Park will create, the three cities and three counties involved have joined in the establishment of an official Regional Planning Commission. This Commission, established by the General Assembly, has the responsibility of recommending action to the component local governments. It is not a form of metropolitan government; it is, in effect, a local recognition of the need for governmental action and a willingness to accept that responsibility. In addition, legislators in our Triangle area joined with others from all parts of North Carolina last legislative session to give our cities greatly improved annexation and urban planning powers.

I have not said much about the physical and local governmental development of the Triangle area. I have not discussed the wonderful way in which the counties, historically rural-oriented, have risen to the new challenge. I have not discussed the great effect the Triangle has had on our industrial development program which has been very successful. I have not discussed the new type of Research District that the counties have introduced into their zoning ordinances. I have not discussed the more routine aspects of providing electric, telephone, and gas service to the Park. I have not discussed the flexible design of the layout of building sites within the Park, so designed that acreages can be enlarged or reduced depending upon the needs of a particular research facility.

But in summary, let me repeat. The Research Triangle of North Carolina is a conscious effort to develop the resource of science as part of its program for both the present and the future. In this effort, North Carolina is earnestly attempting to exercise planning combined with action in making the problems of urban growth become, not problems, but opportunities.

TWO PARCELS OF LAND AND HOW THEY DIFFER

Joseph W. Lund, vice president, R. M. Bradley & Co., Inc. of Boston, ULI trustee, past president, National Association of Real Estate Boards, and Chairman, Boston Housing and Redevelopment Authority, recently introduced the work of the Greater Boston Economic Study Committee to the directors of A.C.T.I.O.N. At that time he made some observations about the importance of location on the economics of downtown areas. His remarks follow.

If we compare two tracts of land based on their purely physical features, we could reach a very false conclusion of value. To illustrate—let's compare two areas of similar size. Each parcel contains 30 acres.

One is gravel-based, gently sloping, with a river running beside it containing an unlimited water supply. It can be graded into lots at comparatively small costs. It is capable of bearing heavy buildings by simply digging below the frost line and placing concrete foundations to that depth.

The other parcel was formerly a tidal bay, filled in years ago with gravel. In order to build on it, pilings may have to be put down to a depth of 40 feet. Any usable area below grade must be waterproofed. Even such water as may be found on the site is probably unusable, salty and muddy; no clear, steady-flowing stream here.

What is the value of Parcel 1? Perhaps $50 per acre, or $1,500. Parcel 2, on the other hand, is worth about $750,000 per acre, or a total of $22,500,000, not including the buildings on it.

How can this be possible? Very simple: The first parcel is a wood lot in New Hampshire exposed to use by perhaps 50 people a year, whereas the other tract surrounds this splendid building in downtown Boston. It is being exposed to probably 50,000 people per day, every day, all year.

What is the significance of this simple comparison? It is merely to dramatize the huge values built into our downtown areas by previous generations. They were developed in accordance with definite patterns of use and availability to transportation. Changing transportation patterns and communications by methods unheard of fifty years ago have made obsolete a considerable part of our downtown land uses and the buildings placed on them, in the past fifty years.

By reducing at an alarming rate the value of $300 billion represented by investment in the downtown parts of our cities, this obsolescence is such that it can destroy our entire economy. Until recently, this downtown process was scarcely noticed by leaders of thought in business, financial, or political circles. The restoration of our cities to their former usefulness is of vital concern, for only if they are useful to people will they be economically sound.

Understanding Downtown Boston

The Greater Boston Economic Study Committee was founded on the premise

that the fiscal problems of greater Boston could not be solved unless they could be properly understood. Although the same problems existed to a large degree in other metropolitan areas, the solutions could never be exactly the same for Boston, as for St. Louis or Pittsburgh. We had to find out what the strengths are in our own economy. Some of these strengths are: a favorable climate for research-based industry; a strong financial core in banking and insurance; and an historical image as the retail and wholesale center for the 10 million plus people of New England. On these and other strengths, we must rebuild for future growth.

We also had to find our weaknesses: insufficient land for the modern concept of low-rise industrial plants; obsolete housing for business and people; and a serious lack of knowledge as to what downtown means on the part of our leaders.

Mass Transportation

The first major effort was a study of mass transportation. This was done on somewhat of an emergency basis due to abandonment of certain rail commuting facilities. Fortunately, previous studies had been made which, when brought up to date, could be used as a pattern for present action. Now the job is to translate this blueprint into facilities which can be used by people. Political leadership has not yet seen fit to recognize the problem sufficiently to translate facts into laws. This is where the citizens must take hold. We must see to it that this transportation segment of the over-all crisis is solved before the financial structure collapses. It will do us very little good to restore our cities into the beautiful dreams of our architects and planners if people can't get in and out of them quickly and comfortably.

Economic Base

The next study was the economic base of downtown Boston. There would be little sense in rebuilding the city to take care of business activities which could better be carried on elsewhere. Only if we rebuild to the strengths of the downtown economy will we be successful.

From this study certain conclusions become perfectly clear. Some groups of industries, or groups of activities, require the close-knit cooperation of many specialists in order to achieve success. This cooperation cannot be obtained except where immediate physical contact is available. The printing trades are perhaps the outstanding example of this. Artists, advertising writers, paper suppliers, photographic specialists, as well as various types of ultimate production facilities, all tie in to an activity in which speed is essential.

Changes in building use and demolition of older structures for the Central Artery have made it well nigh impossible to survive in these trades. Profit margins are generally low, ability to pay high rent is rare, and competition of other centers is severe. The long-range solution has not been found as yet, but it is obvious that during the over-all redevelopment process, the printing trades should have an opportunity to find their required sector for operations.

The study also showed that manufacturing, except of small, high-value added articles required considerable handwork but light machinery, will probably be better off in less congested areas. The problem here is to keep these concerns within the metropolitan area. If the jobs disappear from Greater Boston, the loss is to all. Employees will never patronize downtown services if the jobs don't exist.

White collar jobs have steadily increased in number and desirability. Most of these functions can most economically be housed at the center of activity.

Thus we see that our future downtown must be designed with utility and beauty for people in special activities; that the production of manufactured heavy goods on a large scale, should be planned for outside the core.

In distribution, some activities work best when goods are delivered from the center out. Others, especially when serving a large geographic area, function better away from the congested center. Almost as many distribution patterns can be found as there are varieties of products which people buy.

The latest study by the Greater Boston Economic Study Committee relates to the problem of business relocation. In the housing field, relocation has become a major activity of redevelopment officials. There is no justification in changing the face of our cities if we completely disrupt the lives of the principal beneficiaries, the people. Under the Federal program this is well recognized. Provision is made for assistance to families, both advisory and financial. Business firms affected by Federal programs have in the last two or three years been given some limited financial aid. So far, unfortunately, highway programs and other public works compensate the real estate owner, but not the occupant.

Need for Economics in Downtown

We who are trying to restore our cities through the A.C.T.I.O.N. program, or in other ways, must learn how to do our jobs better. It is my firm conviction that the redevelopment process is in its infancy. It cannot ever be completed, but it could fail unless its economic goals are sound.

We need planners and architects to develop land use patterns which will attract. We need to know more about the economics of structures, old and new, for particular purposes. But most of all, we need sound economic vision if our children and grandchildren are to inherit a bright new world. Let us not, through failure to know the facts about cities, leave them in as much confusion as we find them in at this point of time. If we do, our successors will not thank us for the mess and the moral and financial bankruptcy which will be their ultimate inheritance.

Perhaps the exploration of space is an indication of the depth of our responsibilities. Six hundred years ago, when the civilized world was emerging from the Dark Ages, the restless explorers started out to find what was over the horizon. Perhaps Columbus and Balboa didn't like the way they were forced to live in their ancient cities.

Today we can physically leave the cities and go almost anywhere in the world in forty-eight hours. We can escape, if we can afford to. We could probably even make a useful future for our selves, away from it all.

I believe most of us, though, would be unhappy without the activity and challenge of city life. It is the exposure of person to person, idea to idea, that has made possible the great benefits which are here for all of us. Music and the Arts have never flourished in a vacuum. Certainly, financial and physical security for our millions depend on mass production and exchange of goods and services.

Let us strive together to keep our gains of the last five hundred years and leave the great open spaces of the heavens to the Columbuses of our time. The urge to travel to the stars should come not from desperation to leave our slums behind. *I believe we have enough land for future generations if we use it well.*

Both of the sample tracts, 30 acres in New Hampshire, and 30 acres in Boston, must be put to their best use. We should force our lives on the denizens of other planets only after we have found out how to make our own civilization work to benefit—and not stifle—people.

TAXATION OF TRAILERS AND MOBILE HOMES

In their report, "Mobile Homes and Residential Land Use," which Dean W. Dittmer and Catherine E. Martini prepared for the NAREB Realtor-Planner Committee, May 1960, the authors have included notes about the taxation of trailers and mobile homes. These notes are included here to supplement the tax features of the article about mobile homes in the April 1960 issue of Urban Land.

When the mobile home, produced as an item of commerce to serve as a permanent dwelling unit, changes from personal to real property, a problem situation is created and a complex tax question is raised. The article of personal property, which might be called a vehicle, becomes real property when it is attached to the land to a sufficient degree.

The type of trailer manufactured for casual recreational use, known as a "travel trailer," is obviously a piece of transportation equipment and a personal property article. At the other end of the spectrum, the mobile home used as a prebuilt section of a structure containing two or more conventionally built rooms becomes realty when permanently attached to these rooms and to the land on which it stands. While produced off-site, the mobile home may be of such a size that it is not conveyable over the highway system except under special permit circumstances. It may have wheels attached for the purpose of movement but, in fact, is no more movable than a house that has been detached from its site and is being transported to another location.

The dependence of local municipal authority on the real property tax for financing community services is well known. In states where the ad valorum rate on personalty and realty is the same and equally enforced, there would be no problem. This condition, however, is not a prevalent one.

Where the mobile home is permanently affixed to land owned by the same individual, the character of the property and the process of assessment is simple. The land and its structure—in this case a mobile home—is realty and is so taxed. The real difficulties in the law have arisen where there is neither a personal property tax system equivalent to the real property one, nor is the mobile home permanently attached to the land.

There are situations in which a unit is treated as real property when permanently joined to another structure, or when its wheels are removed and it is attached to the land. Some States have passed statutes subjecting the mobile park owner to a real property tax for the mobile homes park on his land, even though they are owned by others. The basic real property theorum that an object would become part of the realty as between the land owner and the mobile home owner was said to be necessary before the mobile housing unit changed its status from personalty to realty.

In two Pennsylvania cases the Court held that water pipe, sewer, and electric cord connections were not sufficient affixation to the land to destroy the personal property classification of the mobile dwelling unit. In 1954 the New York Legislature, following similar treatment by the Courts in that State, amended its tax law so that trailers were included in the term "real estate" excepting only trailers which had been located within the boundaries of a tax division for less than sixty days, and trailers which are for sale and are not occupied. The constitutionality of the statute was sustained (*Beagell* v. *Douglas*, 2 Misc. 2d 361, 157 N.Y.S. 2d 461 [1955]; *Feld* v. *Hanna*, 158 N.Y.S. 2d 94 [1956] on the basis that the Legislature had the right to classify property and define what should be regarded as real property. This did not, however, settle the issue. In the same State it was held that the statute was a violation of due process since it taxed an individual for property that belongs to another. The Appellate Division reversed this decision and remanded the case for a new trial.

At least one State—Michigan—taxes mobile homes as real property where they are located outside licensed mobile home parks and used as residences (Mich. CLS 1954, Sec. 211.2a; Stat. Ann. 1955, Cum. Supp. Sec. 7.2[1])

More fundamental than the revenue involved, the tax question illustrates the basic problem created by the unsettled status of a property that is not clearly (1) realty or personalty, (2) movable or immovable, or (3) permanent, semi-permanent or transient.

WHAT'S AHEAD FOR CITY TRANSIT?

Harley L. Swift, transportation consultant of Harrisburg, Pa., formerly president, Harrisburg Railways Co. and ULI trustee, summarizes his views on the future of mass transportation in the following notes. These first appeared in Assembly and Fastener Engineering, *December 1959. They are reprinted here for their bearing upon the important matter of transportation in our cities.*

Name your city—Los Angeles, New York, Rochester, Toledo. Their problem is not the automobile nor the truck. Their problem is the movement of people and material in a minimum of time. Los Angeles has attempted to solve its problem through freeways; New York, through public transportation. Neither city has been entirely successful, but Manhattan has not deteriorated business-wise as much as has downtown Los Angeles.

Traffic is giving great concern to every city. The realization is growing that public transportation which built our cities and our prosperity must be turned to and returned to. Witness the San Francisco Bay Area rapid transit study, the recent New Jersey legislation authorizing the use of highway-toll money to preserve and augment commuter service by railroads serving not only New Jersey but also New York City, and the proposed Transportation Authorities for Pittsburgh, Baltimore, and St. Louis. We cannot build highways of sufficient capacity at a cost we can afford, either in dollars or land, to handle the volume of traffic that vehicle and population censuses predict.

Transit Throughways

Will our cities die of automotive strangulation? I think not. The public is being allerted to the threat of traffic cancer by forward-looking city officials as doctors are making us aware of the dangers of human cancer. Instead of building divided throughways of six, eight, or ten lanes solely for autos, two and four-lane throughways restricted for public transportation vehicles will be built. These will feed into limited-access streets in the commercial area reserved for public transportation vehicles. Throughways explicitly for public transportation will fan out from the central city and, in some cases, may connect two or more cities. Vehicles on transit throughways will run non-stop at high speeds. There will be no standing passengers, there

will be air conditioning, picture windows, comfortable seats, ease of entrance and exit and frequent scheduling. The goal will be a combination of speed, comfort and convenience superior to that of the auto.

Consolidated Transportation

The problems of transportation and highway construction and use will be centered in one department of the city or region and financed through public taxation, like sewers, water and streets are today.

As Cleveland has done, cities will revive abandoned railroad rights-of-way to establish rail rapid transit, using open track and subway construction, with bus feeder lines and parking lots at suburban stations; or cities will pave these rights-of-way for the exclusive use of public transportation vehicles. Such a proposal has been made for the use of the abandoned Maryland and Pennsylvania Railroad right-of-way between Towson and downtown Baltimore.

Because of the necessity for and the nature of rail supports, it is doubtful that monorail systems will gain popular favor despite the high speeds they offer. Taxicabs will act as collectors in the suburbs and as both collectors and distributors in the congested areas.

Public transportation will give way only to fire apparatus and ambulances.

And a final prediction! With radar control and landing ports on office buildings, hotels, department stores and warehouse roofs, the helicopter and the small airplane will have a limited but active place in solving the traffic problems of our cities.

PLANITORIAL

(*Continued from Page 2*)

rate, there could be a question in the mind of the potential site seeker as to whether the risk of possible work stoppage due to over-zealous application or misinterpretation of new and untried standards outweighs otherwise favorable locational factors.

Conclusions

1. While in theory performance standards are desirable, practical application could be troublesome and potential new industries might look with some apprehension on those areas which are experimenting with them. No doubt, after the use of performance standards has become more widespread, and the flaws that develop have been ironed out, those concerned with plant location will accept such zoning with little or no reservations—but, so far, experience is still too meager to instill such confidence.

2. Above all, it is extremely important to the success of any zoning plan, and especially to one using performance standards, that it be competently administered. This does not mean that industry should be allowed to locate anywhere it pleases and to operate with no controls other than those it may choose to impose on itself. Neither, however, does it mean that industrial zoning standards and regulations should be drawn up and administered by people completely unfamiliar with and insensitive to industry's needs and production methods.

3. Overly rigid interpretation and enforcement of untried or insufficiently tested standards could prove to be a deterrent to further industrial development in an area; and the stigma could linger long after subsequent corrections have been made.

4. Therefore, it might be wise at this time for cities such as Indianapolis to "make haste slowly" in the adoption of performance standards for industrial zones, possibly starting off with a combination of the old type zoning augmented by some well thought out performance standards which are relatively easy to interpret and administer.

Here, the implication is not that the old zoning practices should be retained merely because everyone is used to them—quite the contrary. New zoning regulations should be carefully studied and tested to determine their advantages and shortcomings. If they are found to be better than the old, the new standards should be adopted. But not before.

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Secretary, Industrial Council

In Print

Orders for publications reviewed are to be addressed to publisher in each case and not to URBAN LAND.

The Techniques of Urban Economic Analysis. Edited by Ralph W. Pfouts. Chandler-Davis Publishing Company, P. O. Box 36, West Trenton, N. J. 1960. 410 pp. $4.25 (soft bound), $5.00 (library edition).

Widely scattered articles are compiled by the editor of this volume. The offered papers contain three different and conflicting viewpoints on how to explain and predict urban growth and development. Economic base studies are first explained and justified, then attacked. A substitute theory offered for the economic base centers around the multiplier, the expansions of income due to the flow of money, or of goods or services, through the economy. The third viewpoint applies the input-output or inter-industry methods to urban economics. No decision is reached about the three points of view. However, the weaknesses of our present methods of urban economic study are well illustrated and alternatives are offered providing a varied framework in which to gather empirical evidence to eventually support a theory of urban growth. In the book's acknowledgments, Urban Land Institute is listed as the source of material which properly should be credited to the University of Wisconsin, publisher of *Land Economics*, a quarterly journal of planning, housing, and public utilities.

The Federal Government and Metropolitan Areas. Robert H. Connery and Richard H. Leach. Harvard University Press, Cambridge 38, Mass. 1960. 275 pp. $4.75.

Under the banner of "co-operative federalism," with the localities doing all the cooperating and the Federal Government all the leading, the authors have come up with a plan for solving the cities' problems. Increased national planning, spending, and coercion is the startling new vaccine discovered by the authors. As a background to these recommendations, the current federal programs in metropolitan areas are analyzed, appraised, and found wanting. Also, the organizations representing the metropolitan interests before the Federal Government are described and the past reluctance and inability of Congress to come to grips with urban problems is outlined. Two methods are evaluated for administering the program for more pervasive and efficient federal intervention—a Council of Metropolitan Areas within the Executive Office of the President, and a department of Urban Affairs. The Presidential staff agency wins the author's endorsement. The book is useful in that it does present for review and hard study the usual arguments for far-reaching Government intervention and also presents a good survey and criticism of present Federal influences in metropolitan areas. However, instead of realizing the fundamental weakness of the National Government in solving local problems—a situation which the authors themselves clearly document—more government control is called for.